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AUTHOR Miller, James O.
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ABSTRACT

This paper discusses the impact of societal change on the educational system. Because of technological and economic developments, it is imperative that the educational system accommodate and utilize change to benefit all sectors of the population. Early childhood education programs have been conceived as agents of change, particularly for disadvantaged groups. A major problem now facing the field is a shortage of trained personnel, because increasing numbers of children are enrolled in preschool programs each year. Most preschool staff members have little experience or training in early childhood education, and present training programs are inadequate, particularly for inner city personnel. Resources available for developing training programs are based on inappropriate criteria. To meet the continued growth in preschool programs, it is proposed that (1) inservice training programs be developed, (2) a minimum of six regional teacher-demonstration centers be created, (3) preservice training be offered by community colleges, (4) national certification standards be established, with professional organizations acting as the legal regulatory agencies of the local and state levels, and (5) a National Institute on Early Childhood be established to integrate and innovate practices in early childhood education. (DR)

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James O. Miller

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AN EDUCATIONAL IMPERATIVE AND ITS FALLOUT IMPLICATIONS

James O. Miller
National Laboratory on Early Childhood Education

Introduction

If the educational decade of the sixties is remembered for its student revolts on university and college campuses, it must also be remembered for the unprecedented awakening of interest and commitment to early childhood education. That these seemingly two disparate movements should occur simultaneously is not fortuitous. They must be considered a part of a dynamic social revolution in the United States, the scope of which we are only recently becoming fully aware. The student revolts are a direct response to the intrasigence of the educational system to social reality. Society has embraced Early Childhood Education as a constructive alternative to a mass sit-in on the Educational system.

Following World War II, the social revolution which had its roots in the depression years gained new impetus with an exhuberant economic growth throughout the country. This growth was in part the result of rapid technological development during the war which was then put to peaceful production. With high production came economic affluence for the majority of the population.

But technological development and affluence etched a much sharper picture in the contrast between skilled and unskilled, both socially and

economically. Highly developed abstracting and symbolic abilities necessary to compete in a technological society were lacking in a significant segment of the work force. Agricultural automation decreased opportunities for the unskilled and semiskilled in the labor market. Technological displacement increased and continues to increase at an alarming rate. An increasing gap between the affluent majority of the citizens in the country reaping the material benefits and those who were denied the fruits of the expanding economy became apparent. The accumulated educational deficit of a significant number of the population came sharply into focus. Economically deprived citizens found themselves to be deprived of equal educational opportunity. A crisis in civil rights was inevitable. In the early fifties, the American education system became the battleground for equal educational opportunity in a confrontation of power. As the battle for equal opportunity was being fought and skirmishes won, society faced yet another crisis, that of human rights. Equality of educational opportunity, a civil right, was a hollow victory indeed for the individual, if doors were closed to him because environmental circumstances had failed to provide the necessary support to insure educational success.

Society's confrontation with conscience continues as it looks for means to insure that young children have adequate environmental support

for building the skills, abilities, and motivations necessary for success. No where is the need greater or the unequality more sharply defined than among those socially powerless in the large metropolitan inner-cities and the southeastern region of the United States whose emigrants feed the ghetto. Markedly higher juvenile crime rates, premature school dropout and truancy, alienation of the citizens from the school are the bitter fruits of the inner-city schools' inability to establish and retain relevancy with their constituents. Schools organized and staffed in mirror image of the white middle class culture fail, but the children they serve bear the burden of failure.

In part, a response to the schools' failure to be effective with the disadvantaged child, the movement to early education has been supported by substantial evidence accumulating in the behavioral sciences over the past decade and a half as to the crucial importance of the early years in the development of personal competence. Long held beliefs in the relatively set pattern and pace of development have had to yield, in the face of increasing evidence that environmental circumstances play a major role in the shaping of both the developmental course and rate of the abilities required for environmental mastery. The accumulating evidence has had a dramatic effect upon developmental theory, which in turn has begun to affect practice. While earlier conceptions saw growth and

development occurring according to a fixed genetic pattern and pace in a closed system, the evidence now seems to point to growth and development being an interacting process between the individual's genetic endowment and his environmental circumstances in an open system. This new conception will have a profound effect upon child rearing and educational practices in the development of a competent and productive citizenry.

Our emphasis has been on shaping the child to fit the school. Too little has been done to shape the system to fit the child. We must develop the capacity for the system to be continuously relevant. I believe that an essential condition for systemic development is the capacity to accommodate change rather than resist it if the system is to be effective in its mission. Further, it must not only be able to accommodate change (essentially a respondent position), it must be able to utilize the effects of change to manage and optimize the development of the total system. Here a total system is defined as broadly as the educational system or as narrowly as an individual staff member. Tragically, our educational institutions seem to be caught in an inability to accommodate and utilize change which puts them constantly into a failure posture.

Clearly, American society during the sixties has invested its educational system with more than the responsibility of acting as a repository for the cultural heritage and passing on its accumulated wisdom to the

next generation (a job up to now it has done on a very selective basis, indeed, on both counts!). It has stated, in deed as well as word, that the educational system must become relevant to all sectors of the population and prepare children to cope effectively with rapidly changing societal conditions. This is more than a challenge, it is an educational imperative.

Early childhood education programs have been conceived as agents of change aimed directly at the problems of the impoverished and the inner-city, and only thinly disguised as agents of change in the educational system that serves disadvantaged populations (witness the Follow-Through Program). The choice, if deliberate, has been well made since early childhood education is not strapped with the bureaucratic paraphenalia which inhibits innovation. The problems and crises which beset early childhood education provide an arena for research and experimentation not readily available in other areas of education. One of the most crucial problems facing the field is the critical shortage of trained personnel to mount quality programs targeted for disadvantaged groups.

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The Problems

> "I have yet to see any problem, however complicated, which when you looked at it the right way did not become still more complicated."
>
> Poul Anderson

In order to fully appreciate the staffing crisis being experienced in early childhood education, one must go back to 1964 and look at the field as it then existed. Up to that time most programs in early childhood education were privately sponsored, principally as nursery and kindergarten schools for the more affluent middle class. Those day care facilities available for children of working parents were primarily custodial in nature with little concern for an educational program per se. A few programs existed on college and university campuses where they served as laboratories for professionals interested in child growth and development. Some training occurred in these laboratory preprimary units. But, few training programs of magnitude existed, nor have they been developed.

Trained personnel were in short demand. What demand there was at the public supported kindergarten level could be staffed by teachers trained in an elementary school program. Privately sponsored programs paid such low salaries that formal educational preparation was not worth the investment. The practicing professional field was kept alive primarily

by holdovers from the Lanham Act and WPA child care centers. No reliable statistics are available as to the number of trained and qualified teachers available in the professional pool prior to 1964.

Further, it is difficult to assess with any accuracy the extent of preprimary education prior to that time. No standard lexicon was in use and over the past five years only a minimum amount of headway has been made in developing standard terminology. As we look at the period from 1965, the marker date for the rapid expansion of the field, the term early childhood education will be restricted to the age range of birth to six years of age. Preprimary education covers the age range of three to six, primarily because formal educational programs are few in number for children from birth to three years of age even in away-from-home day care settings. The problem of trying to assess where we are in the field is further confounded by the diversity of settings, the proliferation of responsible regulatory agencies, public versus private non-profit versus private for profit sponsorship, and even the length of time the child spends in the facility. With that caveat, a look at the field during its period of maximum growth is in order.

In 1964 it was estimated that 25.5 per cent of the three to five year old population was enrolled in prekindergarten and kindergarten educational programs (Table 1). By contrast, in 1967 enrollment reached

31.6 per cent of the age group. Since the number of children in the three to five year age group has remained relatively stable over this period of time, somewhat in excess of 12 million, this represents an increase of approximately 700,000 children enrolled in preprimary educational programs. Head Start and programs for the disadvantaged under the Elementary and Secondary Education Act have been estimated to account for 400,000 of the increase. The rest is due to non-targeted federally sponsored programs and other public and privately supported increases. Table 1 clearly indicates where the impact of these programs has been. While an increase in enrollment can be seen across all income groups, by far the greatest increase has occurred at the two lower income levels, a little over 6 per cent in each category. Clearly, this is a function of Head Start and targeted preprimary ESEA programs. However, the affluent enroll a far greater proportion of their children in preprimary programs than do any of the other three categories. The range is from a minimum of 10 per cent to a maximum of 20 per cent greater enrollment. Obviously, we are not yet reaching a significant proportion of those most in need of preprimary educational programs. In fact, to bring the enrollment of the least served to the level of the most affluent would add in excess of 800,000 children to preprimary educational programs. Such an increase would match the growth over the three years represented, but

Table 1

Percentage Distribution of October Enrollment of 3-5 Year Old Children by Family Income Group for the United States: 1964, 1965, 1966, and 1967

Income Group and Year	Percentage
Under $3,000:	
1967	21.2
1966	19.3
1965	14.4
1964	15.1
$3,000 to $4,999:	
1967	26.0
1966	21.3
1965	21.0
1964	19.8
$5,000 to $7,999:	
1967	29.0
1966	29.0
1965	26.3
1964	25.8
$7,500 and over:	
1967	38.5
1966	37.8
1965	37.4
1964	37.2

Adapted from "Preprimary Enrollment of Children Under Six," October, 1967 published by Office of Education, U.S. Department of Health, Education, and Welfare. OE-20113.

certainly is a poor rationale for determination of need. It simply would bring the level of use to that of the most affluent economic groups, those whose family income is in excess of $7,500 per year. It would also create the need for 114,000 additional classroom personnel.

Of the 25 million preschool children (0-6) in the United States, a little over 12 million are in the preprimary age bracket (3, 4 and 5 year olds). Thirty-one point six per cent are estimated to be enrolled with the greatest percentage appearing in kindergarten programs which benefit from state aid in 29 of the states. At the present time, approximately 225,000 children are served in licensed day care facilities. Approximately 70 per cent of the preprimary educational programs are publicly supported. Sixty-six per cent are kindergarten with public supported programs serving but 5 per cent of those enrolled three years of age and under. Public support of day care is presently on a small scale with only California providing comprehensive state aid.

The highest impact area for the federally sponsored programs has been in the larger metropolitan areas (Table 2). The rural areas have been served much less than have the more densely populated urban and suburban areas. Non-white enrollment is greater than that of the white group in general and must be accounted for by federally sponsored programs at the four year old level since at both the three year old level and

Table 2 --Number of 3-, 4-, and 5-year-old children in the population and number and percent enrolled in preprimary programs, by residence, age, and color: United States, October 1967

[Numbers in thousands]

Age and color of children	SMSA* central cities			SMSA* outside central cities			Non-SMSA*		
	Population	Enrolled in preprimary programs		Population	Enrolled in preprimary programs		Population	Enrolled in preprimary programs	
		Number	Percent		Number	Percent		Number	Percent
Total, 3-5 years old.	3,348	1,227	36.6	4,342	1,542	35.5	4,548	1,098	24.1
White.....	2,343	855	36.5	4,029	1,422	35.3	3,910	990	25.3
Nonwhite.....	1,005	372	37.0	313	120	38.3	638	108	16.9
Total, 3 years old.....	1,069	96	9.0	1,427	110	7.7	1,497	68	4.5
White.....	749	68	9.1	1,317	95	7.2	1,279	54	4.2
Nonwhite.....	320	28	8.8	110	15	13.6	218	14	6.4
Total, 4 years old.....	1,131	303	26.8	1,459	383	26.3	1,496	185	12.4
White.....	789	195	24.7	1,356	340	25.1	1,288	153	11.9
Nonwhite.....	342	108	31.6	103	43	41.7	208	32	15.4
Total, 5 years old.....	1,148	828	72.1	1,456	1,049	72.0	1,555	843	54.2
White.....	806	593	73.6	1,356	987	72.8	1,342	781	58.2
Nonwhite.....	342	235	68.7	100	62	62.0	213	62	29.1

Note.--Excluded from the enrollment data in this table are 444,000 5-year-olds in programs above the kindergarten level. Also excluded are the population and the preprimary enrollment (157,000) of 6-year-olds.

* SMSA = Standard Metropolitan Statistical Area.

the five year old level white enrollment exceeds that of the non-white. This is certainly an indictment of the public school kindergarten in the inner-cities.

Table 3 summarizes enrollment by income, occupation, residence, and region. The level of public support for kindergarten is higher than for prekindergarten which serve mainly three and four year olds. Enrollment of children in white collar families greatly exceeds that of children in manual or service workers' families. This undoubtedly reflects both a higher motivation for educational services and the wherewithal to pay for them. The level of enrollment of children of the unemployed is similar to that of the manual or service workers' children. Referrals by welfare agencies are probably instrumental in bringing this about. Enrollment in rural areas and in the southern region of the United States is much less. The South lags behind by approximately 10 per cent. If migration from the rural South to the inner-cities continues, the need for preprimary education will undoubtedly increase.

In the aggregate, the foregoing demonstrates vividly the accelerated growth in the field of the early c hildhood education since 1965. If one accepts a ratio of seven children to one adult in the classroom, as called for by most guidelines, there was a minimum increase of 100,000 positions over this three year span. One must calculate the impact of such an

Table 3 --Summary of characteristics of 3-, 4-, and 5-year-old children enrolled in prekindergarten and kindergarten programs: United States, October 1967

[Numbers in thousands]

Characteristics	Total population	Total enrolled in preprimary programs		Enrolled in prekindergarten programs		Enrolled in kindergarten programs	
		Number	Percent	Number	Percent	Number	Percent
Total	12,242	3,869	31.6	712	5.8	3,157	25.8
White	10,283	3,267	31.8	563	5.5	2,704	26.3
Nonwhite	1,959	601	30.7	149	7.6	452	23.1
Family income[1/]							
Under $3,000	1,333	282	21.2	46	3.5	236	17.7
$3,000 to $4,999	1,973	513	26.0	99	5.0	414	21.0
$5,000 to $7,499	3,439	997	29.0	140	4.1	857	24.9
$7,500 to $9,999	2,358	780	33.1	127	5.4	653	27.7
$10,000 and over	2,269	1,002	44.2	243	10.7	759	33.5
Occupation of family head[2/]							
White-collar	4,178	1,652	39.5	395	9.5	1,257	30.1
Manual or service	6,085	1,687	27.7	236	3.9	1,451	23.8
Farm	540	101	18.7	12	2.2	89	16.5
Unemployed or not in labor force	1,097	304	27.7	47	4.3	257	23.4
Residence							
SMSA - Central cities	3,348	1,227	36.6	274	8.2	953	28.5
SMSA - Outside central cities	4,342	1,542	35.5	289	6.7	1,253	28.9
Outside SMSA's	4,548	1,098	24.1	149	3.3	949	20.9
Region							
Northeast	(3)	(3)	34.6	(3)	6.2	(3)	28.4
North Central	(3)	(3)	34.0	(3)	5.1	(3)	28.8
South	(3)	(3)	23.3	(3)	5.0	(3)	18.3
West	(3)	(3)	38.4	(3)	7.8	(3)	30.6

Note.--Excluded from the enrollment data in this table are 444,000 5-year-olds in programs above the kindergarten level. Also excluded are the population and the primary enrollment (157,000) of 6-year-olds.

1/ Excludes children with family income not reported.
2/ Excludes children with occupation of household head not reported.
3/ No figures shown, since regional data are not controlled by independent population estimates.

explosion in megatons when one considers the lack of training capabilities in existence.

In the main, the staffing problem has been met at the professional level with short term training drawing on a pool of people with training and experience in other educational fields. Classroom assistants have been recruited from the areas served and usually have had no professional training whatsoever. In fact, some have viewed the Head Start Program as more a job opportunity project for the poor than an educational program for disadvantaged children.

Head Start has provided data on the characteristics of classroom personnel. It seems reasonable to accept this picture as typical of the field in general. Inspection of Table 4 indicates clearly that the preprimary programs have been staffed by people with relatively little formal academic training, even less experience with primary age children from disadvantaged environments. (The Westinghouse report on Head Start evaluation should come as no great shock.) In light of the dearth of investment in applied research and development on instructional content, one is left wondering as to the meaning of preprimary "educational" programs. Almost a third of the professional staff have had less than two full years of college work. Nearly 80 per cent have practically no experience with preprimary education and a whopping 80 per cent have had little experience,

Table 4

Selected Characteristics of Head Start Staff for Full Year Program, 1967[1]

Staff Characteristics	Per Cent Professional Staff*	Per Cent Program Assistants**
Ethnicity		
Caucasian	53.4	30.6
Negro	31.6	45.1
American Indian	3.9	8.0
Puerto Rican	5.2	5.1
Mexican-American	2.3	6.7
Other	4.3	4.5
School Years Completed		
Less than high school	5.5	30.2
High School	10.5	50.8
1 to 2 years college	13.7	11.6
3 to 4 years college	45.5	5.9
5 or more years college	23.8	1.3
Not reported	1.4	.7
Paid experience with preschool children before Head Start		
None to less than 6 months	55.9	75.8
6 months to 3 years	22.4	12.3
4 to 5 years	4.7	1.9
Over 5 years	13.6	4.0
Not reported	3.7	6.3
Paid experience with poor children before Head Start		
None to less than 6 months	53.7	76.2
6 months to 3 years	23.7	11.6
4 to 5 years	4.7	1.4
Over 5 years	12.9	2.3
Not reported	5.2	8.7

* Teachers constitute 72.1 per cent of the total professional staff surveyed.

** Teacher aides constitute 79.2 per cent of the total program assistant staff surveyed.

1 Project Head Start 1965-1967: A Descriptive Report of Programs and Participants.

if any, with children from impoverished environments. The effects of cultural shock must have an impact upon the problem of educational relevancy in the ghetto. These data clearly suggest that the classroom staff has insufficient knowledge and experience concerning the children and the communities to be served. While there is no question of the concern and dedication of the people who have assumed classroom responsibilities, there is a definite question as to their ability to design and implement an instructional curriculum. Without such ability, programs are forced to be custodial depending upon the "natural unfolding" of the child to develop competence. I see little reason to promote the myth of unfolding abilities. Nurturance is an active endeavor requiring skill and knowledge of the significant adults in contact with the child.

Unfortunately, the investment in training has been pitifully small in light of demonstrated need. Short term training institutes sponsored by OEO have never been counted as substitutes for career development training. They might best be characterized as "how to get started" sessions with the hope that the regional training officer could lend the helping support on the job required for program maintenance.

Under the Educational Professional Development Act, only 494 fellowship support slots are presently available for general early childhood education. An additional 170 fellowships are targeted for preprimary

education of the handicapped. Only one of the funded programs, with support for 20 participants, is located in an area with direct access to an inner-city. The training plans of the other programs were not available to ascertain whether provision is being made for direct contact with the inner-city environment and its problems. Not only is the support available for career training impossibly minute, but it is being distributed far from the source of need. It is questionable if the real training expertise is located upon college and university campuses where investment in early childhood education training has been scarce historically.

I would like to be optimistic that institutions of higher learning are moving away from simply stacking courses in the development of training programs. This would be such a radical shift, however, that it is doubtful that such is the case. Brady (1968) has expressed the problem well when she states

> "Higher education respondeth not.... Many faculty and administrators in teacher education do not think of developing a program in an area until it is mandated by the existence of a credential. They do not generate programs based on evidence of need or as the result of research. At times the circle appears unbreakable. There is resistence to establishing a credential at a quality level because few people could meet the standard. The number of qualified people will not markedly increase until there are programs of preparation, and these will not be established until the credential makes them imperative. To further complicate matters, faculty members who can prepare early childhood teachers are rare; the doctorate is increasingly required, but few universities offer doctoral programs through which individuals can qualify themselves as college faculty."

In summary, the field of early childhood education has experienced a phenomenal growth which is continuing. The proliferation of programs has created a crisis in staffing. The problem has been met by using inadequately trained classroom personnel. Training capabilities have lagged far behind demonstrated need. Those training programs which are being developed probably reflect little understanding or conversance with the inner-city and its people. The meager resources available for development of training programs appear to be distributed on the basis of inappropriate criteria.

The Future

Children's Bureau estimates that approximately 38, 000 children are left totally uncared for while their mothers work and double that number are looked after by other children under the age of 16. It is estimated that 1, 050, 000 disadvantaged children from zero to six years of age need full day care. Presently there are only 110, 000 places in day care programs for these children. Of the 12 million children in the three through five year age bracket, approximately 4 million come from disadvantaged environments. As earlier reported, only about 400, 000 or 10 per cent of the children are being served who should be enrolled in preprimary education.

These facts are influencing pending legislation and policy. At the federal level, enabling legislation is before Congress to allow collective bargaining to include provision of day care for the children of employees. The administration has committed itself to doubling the Parent and Child Center experimental program. Recently passed amendments to the Social Security Act make provisions for day care of children receiving aid under AFDC.

The federal panel on early childhood recently issued its Federal Interagency Day Care Requirements. These program standards and regulations are applicable to all programs supported wholly or in part by

federal funds. Of particular significance are the mandatory provisions requiring educational opportunities to be provided for every child in federally sponsored programs. The educational activities must be under the supervision of a person trained in child growth and development. The program must contain activities designed to influence "a positive concept of self and motivation and to enhance his social, cognitive and communication skills." Materials and equipment to implement the program are also mandatory.

There are kindergartens for five year olds in slightly more than half of the states now. Several states which do not yet allow or provide public support for kindergarten are passing legislation enabling it or making it mandatory. Beginning with the fall term of 1969, all handicapped children who might benefit from an educational program from the age of two must be provided such services by the local school district in the state of Connecticut. Similar legislation is pending in the state of New York.

In addition, other organizations are advocating increased investment in early childhood education. The Educational Policies Commission of the National Education Association (1960) maintains that "All children should have the opportunity to go to school at public expense beginning at the age of four."

The Research and Policy Committee of the Committee for Economic Development (July, 1968), stated

> "We believe that early schooling is probably desirable for all children and that it is a necessity for the children of culturally disadvantaged areas. We, therefore, recommend extensive experimental activity in preschooling, not only in the substance and process of instruction but also in organization, administration, and finance. We urge the establishment of both public and private nursery schools, especially in the neighborhoods of the disadvantaged."

A straight line projection over the next five years would predict the development of 200,000 direct classroom contact positions. A more realistic estimate, given attrition and a more accelerated growth curve, would place the number close to 300,000. The need for ancillary services and the staff involved is not considered here.

It is apparent that the decisions we make this year will cast a long shadow into the next decade. The mandate is clear that society should deliver education to children before first grade.

Some Modest Proposals

The most immediate pressing need is the development of in-service training programs. Several promising models have been developed. Katz and Weir (1969) have summarized the cogent characteristics of these models and they conclude that the success of an in-service helping approach is based upon the following requirements.

a. It must occur largely in the teacher's classroom. To be helpful, the trainer or helper must see the real-life physical and interpersonal conditions in which the teacher is working.

b. It must emphasize the practical "how to" needs of new and inexperienced teachers. Theory, knowledge, history, philosophy, etc., must follow upon the expressed interests of the trainees.

c. It must be based on a relationship characterized by mutual trust between teacher and trainer. The customary "supervisor" or "inspector" roles developed in many public school districts do not seem to give teachers the support and encouragement they seek.

d. It must encourage the trainee to see herself as experimenter, innovator, learner and problem-solver and to see these qualities as inherent in the role of the teacher of young children.

e. It should lead to professionalism, using the term "professional" to denote commitment to high standards of performance and continuous efforts to grow in competence, to develop new skills and to acquire deeper and broader knowledge of the nature of development and learning.

To create an instrumentality which could put such concepts into practice, I would propose the creation of a minimum of six regional teacher-demonstration centers which would be the main diffusion instrumentality of the focused national research and development effort in early childhood education. These centers would demonstrate a variety of proven instructional programs eminating from the research and development effort and would serve as the headquarters for in-service helping teams. Appropriate affiliations with the community colleges and other institutions of higher learning would be established to facilitate career development programs. Sites for these centers would be chosen on the basis of direct access to the environment containing the on-line programs being served. Charged with the responsibility of outreach on an in-service training basis, the trainer and the content of training would emphasize appropriate community contact and involvement by the trainee to develop greater skills and sensitivity for maintaining social-educational relevancy.

To develop greater preservice training capabilities, I would advocate a much heavier investment in the community college. Preservice field involvement would be more readily accomplished in that setting. It could be terminal for teaching assistants and preliminary to a final two years of professional training at a four year institution leading to regular beginning teacher qualification.

I believe it is time to do a very careful analysis of the purposes served by certification. Much is to be lost by too rapid a movement toward prescription of requirements. Preservice preparation is only the beginning to the task of establishing and creating teacher competence. Many factors enter into the equation. The match between the teacher's experience and the children she must teach, personality adjustments to supervisors and colleagues play important roles in developing competence. Simply establishing that an individual is prepared to teach is only one step in certifying teacher competence. Edelfelt (1968) points out that in-service teachers need more motivation and reward to stay in teaching than merely the status of being certified or on the basis of college credits received. They need desirable working conditions, career patterns and differentiated levels of compensation.

In early childhood education, we have the opportunity to experiment with a number of career development patterns which could demonstrate advancement in competency without promoting the teacher out of the classroom. Certification should reflect identification of levels of competence so that compensation can be made in terms of differentiated teaching roles and responsibilities rather than simply length of service. With flexible and differentiated certification, steps should be taken to implement the standards at a national level. Perhaps the chief responsibility for

certification should be in the hands of the professional organizations who would act for the legal regulatory agencies at the local and state levels.

Finally, but most importantly, I would propose the establishment of a National Institute on Early Childhood. Clearly, we have the need to bring order and a concentrated effort to this field which has such high social priority. An educational field as new as this to public support offers a golden opportunity to establish fresh patterns of attacking educational problems. We must develop institutions which are anticipatory and future oriented rather than merely respondent. Such an institute would be the focal point of the national commitment to early childhood. Autonomous in organization, its major function would be to develop the national perspective through its integrative activities.

I see such an institute as having five functional capacities; four of which would be at the level of direct action. They are: (1) A research capacity which would be concerned with the production of knowledge and applied experimentation. (2) A development capacity which would translate knowledge and results of experimentation into effective products for application. (3) A diffusion and installation capacity which would provide the capability to rapidly move the newest and best from the research and development effort into field practice. The major means would be the regional teacher demonstration centers previously mentioned. (4) A

resources production capacity which would include the operational and support capability necessary for the previous three functions. It would include such capabilities as information retrieval and dissemination, storage systems such as data banks and media production.

The fifth functional capacity is the key to a focused national effort in early childhood. It is an integrative capacity. All of the action elements of the institute whether they be university based, field based or in the private sector can go on in isolation as has been the case thus far. What we desperately need is the power to integrate all of these efforts on some rational and data oriented basis. Program integration would include the capability to analyze the needs of the field and to conceptualize these needs into alternative strategies for solution of the problems. It would also have the ability to integrate existing knowledge and synthesize this knowledge for potential development and application. Long term planning and evaluation capabilities would be essential in order to appropriately allocate resources as they were made available. The institute would have the ability to manage and coordinate the total program, thus avoiding the fragmentation which now exists.

Other programs of national commitment have demonstrated the importance of an integrated effort. This month a dream may be fulfilled which only ten years ago seemed beyond imagination. If man can walk the

lands of the moon in 1969, all children, no matter what their environmental circumstances may be, should in the short span of time that it takes to reach adulthood be able to walk the lands of the earth with competence and self-assurance.

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